



To the Honorable Council
City of Norfolk, Virginia

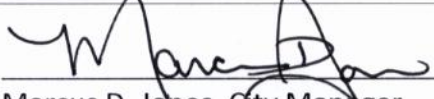
March 22, 2016

From: George M. Homewood, AICP, CFM, Planning Director

Subject: **Rezoning from I-4 (Waterfront Industrial) district to conditional D-5 (Fort Norfolk) district at 151 Riverview Avenue – Tarrant's Bay, LLC**

Reviewed: 
Ronald H. Williams, Jr., Deputy City Manager

Ward/Superward: 2/6

Approved: 
Marcus D. Jones, City Manager

Item Number:

PH-3

- I. **Staff Recommendation:** Approval.
- II. **Commission Action:** By a vote of **6 to 0**, the Planning Commission recommends **Approval** of the request.
- III. **Request:** Rezoning from I-4 (Waterfront Industrial) district to conditional D-5 (Fort Norfolk) district for a mixed use development.
- IV. **Applicant:** Tarrant's Bay, LLC
- V. **Description:**
 - This application is for a rezoning to permit the construction of a mixed-use development.
 - The proposed project consists of two buildings:
 - A seventeen (17) story building with 450 residential units and 58 parking spaces on the first floor.
 - A seven (7) story parking garage wrapped with 10,200 square feet of commercial space on the first floor and 32 residential units on the second through seventh floors.
 - A marina with 56 boat slips is proposed.
 - A pedestrian walkway open to the public is proposed to extend along the waterfront.

Staff point of contact: Susan Pollock at 664-4765, susan.pollock@norfolk.gov

Attachments:

- Staff Report to CPC dated February 25, 2016 with attachments
- Proponents and Opponents
- Ordinance

City Planning Commission: February 25, 2016

Executive Secretary: George M. Homewood, AICP, CFM

Staff: Susan Pollock Hart, CFM

JS

AP

Staff Report		
Address	151 Riverview Avenue	
Applicant	Tarrant's Bay, LLC	
Requests	Conditional Rezoning	From I-4 (Waterfront Industrial) district to conditional D-5 (Fort Norfolk) district
Property Owner	Front Street Flats, LLC	
Site Characteristics	Site/Building Area	14 acres/ 754,010 square feet
	Future Land Use Map	Downtown
	Zoning	D-5 (Fort Norfolk) district
	Neighborhood	Downtown
	Character District	Downtown
Surrounding Area	North	OSP (Open Space Preservation): Plum Point Park
	East	IN-2 (Campus Institutional): Fort Norfolk Medical Building
	South	D-5: Vacant site; Riverview Loft apartments, Miles Seafood processing plant
	West	Elizabeth River



A. Summary of Request

- This application is for a rezoning to permit the construction of a mixed-use development.
- The proposed project consists of two buildings:
 - A seventeen (17) story building with 450 residential units and 58 parking spaces on the first floor.
 - A seven (7) story parking garage wrapped with 10,200 square feet of commercial space on the first floor and 32 residential units on the second through seventh floors.
 - A marina with 56 boat slips is proposed.
 - A pedestrian walkway open to the public is proposed to extend along the waterfront.

B. Plan Consistency

- *plaNorfolk2030* designates this site as Downtown
- The *Fort Norfolk District Conceptual Master Plan* and the *Fort Norfolk Urban Land Institute Advisory Panel* both addressed the redevelopment of the Fort Norfolk Area.
 - Both called for improving physical and visual access to the waterfront and improving connections to amenities like the historic Fort Norfolk and Plum Point Park.
 - The master plan further recommended sculpting the shoreline with waterfront promenades and marinas.
 - The ULI panel further recommended concentrating initial development efforts in close proximity to the light rail station.
- Given that the Downtown designation encourages high-density mixed-use development and the two recent planning efforts for Fort Norfolk encourage redevelopment of the waterfront to provide greater connections to the water and other amenities, the proposed rezoning is consistent with *plaNorfolk2030*.

C. Zoning Analysis

i. General

- The current industrial zoning of the site reflects the industrial history of the Fort Norfolk Area.
- The D-5 zoning district was put in place to encourage mixed-use type developments along this portion of the waterfront.
- To accommodate the residential and commercial structures proposed, the applicant requests that the property be rezoned to D-5 zoning district which permits all of the proposed uses by-right.

ii. Parking

- Although the Downtown Character district only requires 1.5 parking spaces for residential uses, the site is located within the D-5 which requires two parking spaces per dwelling unit for residential uses.
 - 482 units would require 964 parking spaces.
- The commercial space, which utilizes the permitted 25% reduction for proximity to light rail, requires 14 parking spaces.
- The boat slips require 28 parking spaces.

- 1,006 parking spaces are required and 1,019 are provided.

iii. Flood Zone

- The majority of the property is located in the X (Shaded) with two of the corners located in the AE Flood Zone, which is a high risk flood zone.
 - The proposed redevelopment of the site will be reviewed under the Site Plan Review Process to ensure compliance with the Floodplain/Coastal Hazard Overlay District.
 - The first floor of both buildings will be parking which does not require flood proofing, but the commercial in the mixed-use building will be required to be flood proofed.

D. Transportation Impacts

- Institute of Transportation Engineers (ITE) figures estimate that this proposed development will generate 3,042 new vehicle trips per day based upon a project including 482 apartment units, 3,200 square feet of retail space, a 5,000 square foot restaurant, and a 56 slip marina.
- Hampton Boulevard just north of this location is identified as a severely congested corridor in the PM peak in the most recent update to regional Hampton Roads Congestion Management analysis.
- The site is near frequent transit service with Hampton Roads Transit bus route 2 (Hampton Boulevard) and 23 (Princess Anne) operating near the site and the EVMS/Ft. Norfolk Light Rail Station within walking distance of the site.
- The Elizabeth River Trail (ERT) for pedestrians and cyclists is also located adjacent to the site.

E. Historic Context and Impacts

- The Riverview Lofts which are located directly to the south, were created through the conversion of an old industrial building that was built in 1919.
 - Historic tax credits where used for the adaptive reuse of the building.
- Just to the southwest of the site is Fort Norfolk which was built in 1810 and was used during the War of 1812 and the Civil War.

F. Public School Impacts

- School attendance zones include Taylor Elementary School (82% utilization), Blair Middle School (77% utilization) and Maury High School (95% utilization).
- Approximately 9.6 school aged children could be generated by the proposed development (0.02 school aged children per unit).
- Given the low number of potential students and the existing school capacity, no significant school impacts are anticipated.

G. Environmental Impacts

The project will be required to be reviewed and approved through the Site Plan Review Process and must obtain permits from the Army Corps. Of Engineers for all work along the waterfront.

H. Surrounding Area/Site Impacts

- In 1998, the properties known as 'Atlantic City' were rezoned to D-5.
 - The intent of the district was to transition this area from industrial to a mixed-use waterfront.
 - The uses and development standards reflected the desire to increase the commercial and residential uses and to eliminate industrial uses.
- Over the past year there have been no calls for police service.

I. Payment of Taxes

The owner of the property is current on all real estate taxes.

J. Civic League

- Notice was sent to the Ghent Neighborhood League and the Downtown Norfolk Corporation August 12, 2015.

K. Communication Outreach/Notification

- Legal notice was posted on the property on August 18.
- Letters were mailed to all property owners within 300 feet of the property on September 10.
- Legal notification was placed in *The Virginian-Pilot* on September 10 and September 17.
- This item was continued originally from the September 2015 agenda.

L. Recommendations:

Staff recommends that the conditional zoning be approved subject to the attached proffered conditions.

Attachments

Location Map
Zoning Map
Application
Proposed Elevations

Proponents and Opponents

Proponents

Howard Gordon
Williams Mullen
999 Waterside Drive, Suite 1700
Norfolk, VA 23510

Lee Shadbolt
Commonwealth Architects
101 Shockoe Slip
Richmond, VA 23219


Andrew Gould
1001 Builders Parkway
1001 Builders Parkway
Richmond, VA 23113

Opponents

None

Form and Correctness Approved: 

Contents Approved: 

By 
Office of the City Attorney

By _____
DEPT.

NORFOLK, VIRGINIA

ORDINANCE No.

AN ORDINANCE TO REZONE PROPERTY LOCATED AT 151 RIVERVIEW AVENUE FROM I-4 (WATERFRONT INDUSTRIAL) TO CONDITIONAL D-5 (FORT NORFOLK) DISTRICT.

- - -

BE IT ORDAINED by the Council of the City of Norfolk:

Section 1:- That the property located at 151 Riverview Avenue is hereby rezoned from I-4 (Waterfront Industrial) District to conditional D-5 (Fort Norfolk) District. The property which is the subject of this rezoning is more fully described as follows:

Property located on the northwest corner of Riverview Avenue and Southampton Avenue fronting 30 feet, more or less, along the western terminus of Southampton Avenue, 583 feet, more or less, along the southwestern line of the Norfolk Southern right-of-way and bounded on the west by the Elizabeth River; premises numbered 151 Riverview Avenue.

Section 2:- That the property rezoned by this ordinance shall be subject to the following conditions:

- (a) The Residential Tower shall consist of a 17-story structure (not to exceed a height of 190 ft.). The total square footage of the Residential Tower shall not exceed 495,550 sq. ft. The Residential Tower shall contain not more than 450 residential units and shall have a parking garage on its first level. The Residential Tower shall be developed generally consistent with that certain development plan, including the proposed site plan and elevations, entitled "TARRANTS BAY, 151 RIVERVIEW AVENUE & SOUTHAMPTON AVENUE" dated February 22, 2016, prepared by Commonwealth Architects, which is incorporated by this reference as Exhibit A (the "Development Plan"). The property owner acknowledges that additional approvals and permits may be required from governmental agencies during

the site plan review and the property owner shall comply with all conditions of such approvals and permits.

- (b) The Mixed Use Building shall consist of a 6-story residential/retail structure and 6-story parking structure (not to exceed a height of 84 ft.). The total enclosed square footage of the Mixed-Use Building shall not exceed 278,494. The Mixed Use Building shall consist of: (i) residential units (not to exceed 32 units), (ii) a restaurant, and (iii) 3,200 sq. ft. of additional commercial/retail space to be located on the first floor of the building. In addition, the Mixed Use Building shall contain a parking garage component on all six levels of the building and roof. The Mixed-Use Building shall be developed generally consistent with the Development Plan.
- (c) The Marina shall consist of approximately 56 boat slips and shall include standard marina-amenities, including a 2,000 sq. ft. marina store and access for the public to launch non-motorized, light-weight kayaks and paddle boards. The Marina "concourse along the waterfront" shall be designed to accommodate pedestrian access and shall be accessible to the public during daylight hours. The Marina shall be developed generally consistent with the Development Plan. The property owner shall remove the abandoned barge currently located within the Marina area in connection with the construction of the Residential Tower. For the purposes of this proffer, the concourse along the waterfront shall be generally as shown on the Development Plan and extend from the eastern boundary of the Property at its intersection with the Elizabeth River Trail along the waterfront to the western boundary of the Property (the property of J.H. Miles).
- (d) The principal buildings' structural elements shall be located at least 30 feet from the building side of the delineated wetland line (as currently confirmed by the United States Army Corps of Engineers) consistent with the City of Norfolk CPBA Guideline Document, with the exception of structural encroachments which do not exceed 5 feet over said 30 foot setback line and which in the

aggregate shall not exceed 3% of the total square footage of the recommended wetland setback area. Under no circumstances shall any of the principal buildings' structural elements be located less than 25 feet from the delineated wetland line. For purposes of these proffers, decorative awnings, canopies, flag poles, light fixtures and signs shall not be considered "structural elements" of the principal buildings. Since the surface of the existing site is essentially impervious and contains existing impervious areas within the seaward Chesapeake Bay Preservation Area buffer, where the property owner installs impervious surfaces located within 30 feet from the delineated wetland line, additional water quality treatment will be provided for such impervious surfaces. The additional water quality treatment to be provided shall be calculated based on 125% of the area of the impervious surface that falls within 30 feet of the delineated wetland line.

- (e) The Residential Tower shall be designed to meet a minimum residential finished floor elevation of 14 feet (NAVD '88). The Mixed-Use Building shall be designed to meet a minimum finished floor elevation of 13 feet.

Section 3:- That the official Zoning Map for the City of Norfolk is hereby amended and reordained so as to reflect this rezoning.

Section 4:- The Council hereby finds that this zoning amendment is required by public necessity, convenience, general welfare, or good zoning practice.

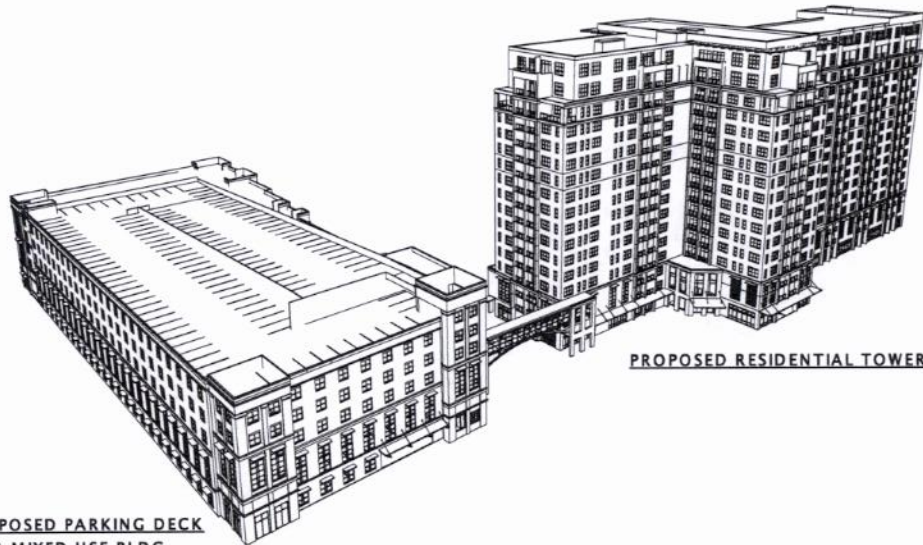
Section 5:- That this ordinance shall be in effect from the date of its adoption.

ATTACHMENT:
Exhibit A (12 pages)

TARRANTS BAY NORFOLK, VIRGINIA

CONTENTS:

- A1 ALTA SURVEY
- A2 ALTA SURVEY
- A3 TOPOGRAPHICAL SURVEY
- A4 VICINITY MAP
- A5 PROPOSED SITE PLAN
- A6 PROPOSED MARINA PLAN
- A7 ARCHITECTURAL RENDERING "A" - LOOKING WEST FROM SOUTHAMPTON AVE.
- A8 ARCHITECTURAL RENDERING "B" - LOOKING EAST
- A9 ARCHITECTURAL RENDERING "C" - LOOKING SOUTHEAST
- A10 ARCHITECTURAL RENDERING "D" - LOOKING SOUTHWEST FROM INNER COURTYARD
- A11 PROPOSED PROJECT DATA SUMMARY



TARRANTS BAY

151 RIVERVIEW AVENUE & SOUTHAMPTON AVENUE NORFOLK, VIRGINIA
TARRANTS BAY, LLC

Exhibit A

OWNER

TARRANTS BAY, LLC
151 RIVERVIEW AVENUE
NORFOLK, VIRGINIA 23510

CONSULTANTS

ARCHITECT:

COMMONWEALTH ARCHITECTS
101 SHOCKOE SLIP
RICHMOND, VIRGINIA 23219

SURVEYING:

TIMMONS GROUP
2901 SOUTH LYNNHAVEN ROAD
VIRGINIA BEACH, VIRGINIA 23452

CIVIL ENGINEERING:

TIMMONS GROUP
117 SOUTH 14TH STREET, SUITE 303
RICHMOND, VIRGINIA 23319

MARINA DESIGN CONSULTANT:

LANGLEY & McDONALD
309 LYNNHAVEN PARKWAY
VIRGINIA BEACH, VIRGINIA 23452

ZONING ATTORNEY:

WILLIAMS MULLEN
999 WATERSIDE DRIVE, SUITE 1700
NORFOLK, VIRGINIA 23510

FOR RE-ZONING

FEBRUARY 22, 2015

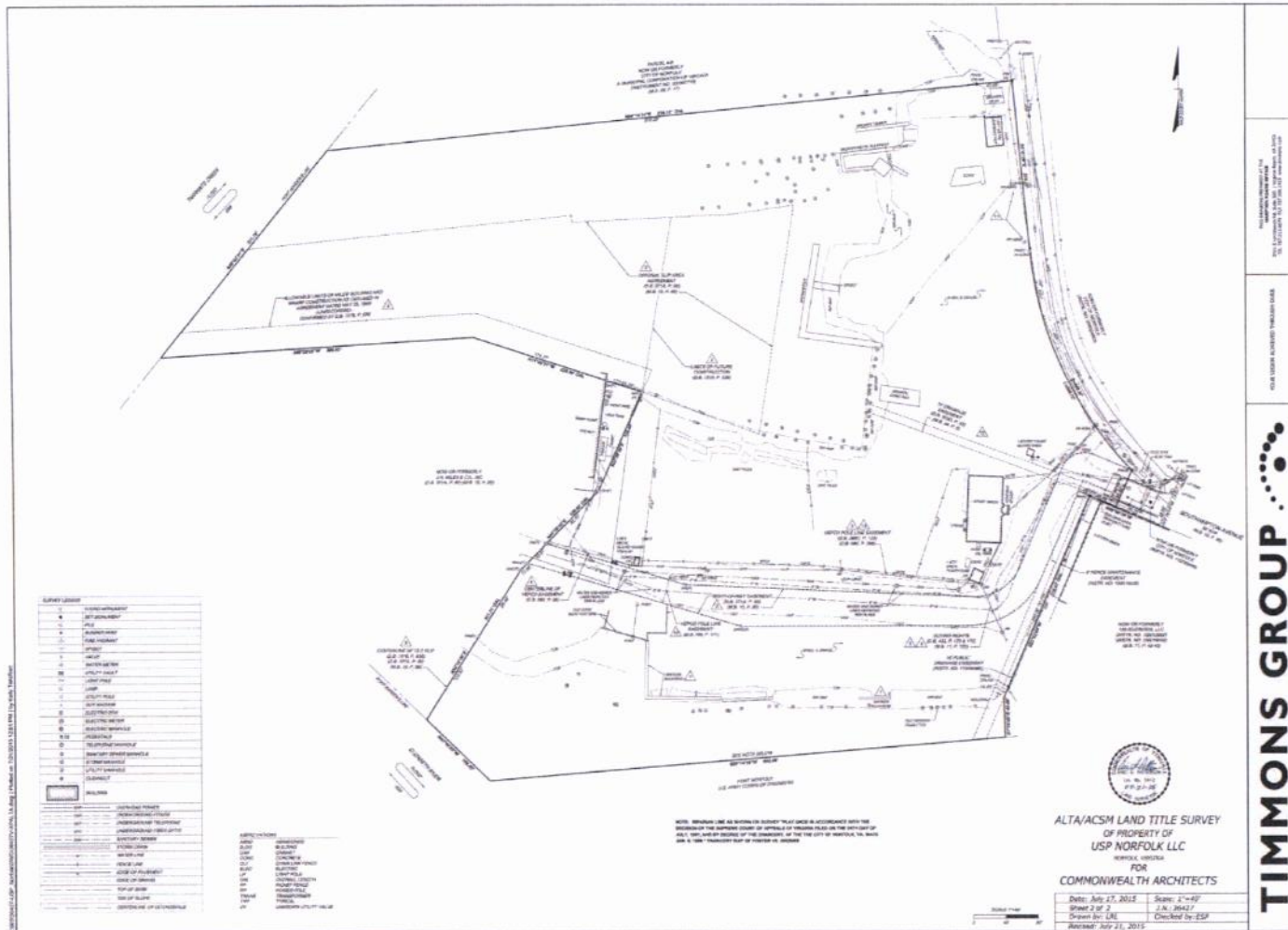


151 RIVERVIEW AVENUE & SOUTHAMPTON AVENUE NORFOLK, VIRGINIA
TARRANTS BAY, LLC

A1

ALTA/ACSM LAND TITLE SURVEY
OF PROPERTY OF
USP NORFOLK LLC
NORFOLK, VIRGINIA
FOR
COMMONWEALTH ARCHITECTS

Date: July 17, 2015	Scale: 1"=40'
Sheet 2 of 2	J.N. - 26427
Drawn by: LAL	Checked by: BSP
Revised: July 21, 2015	

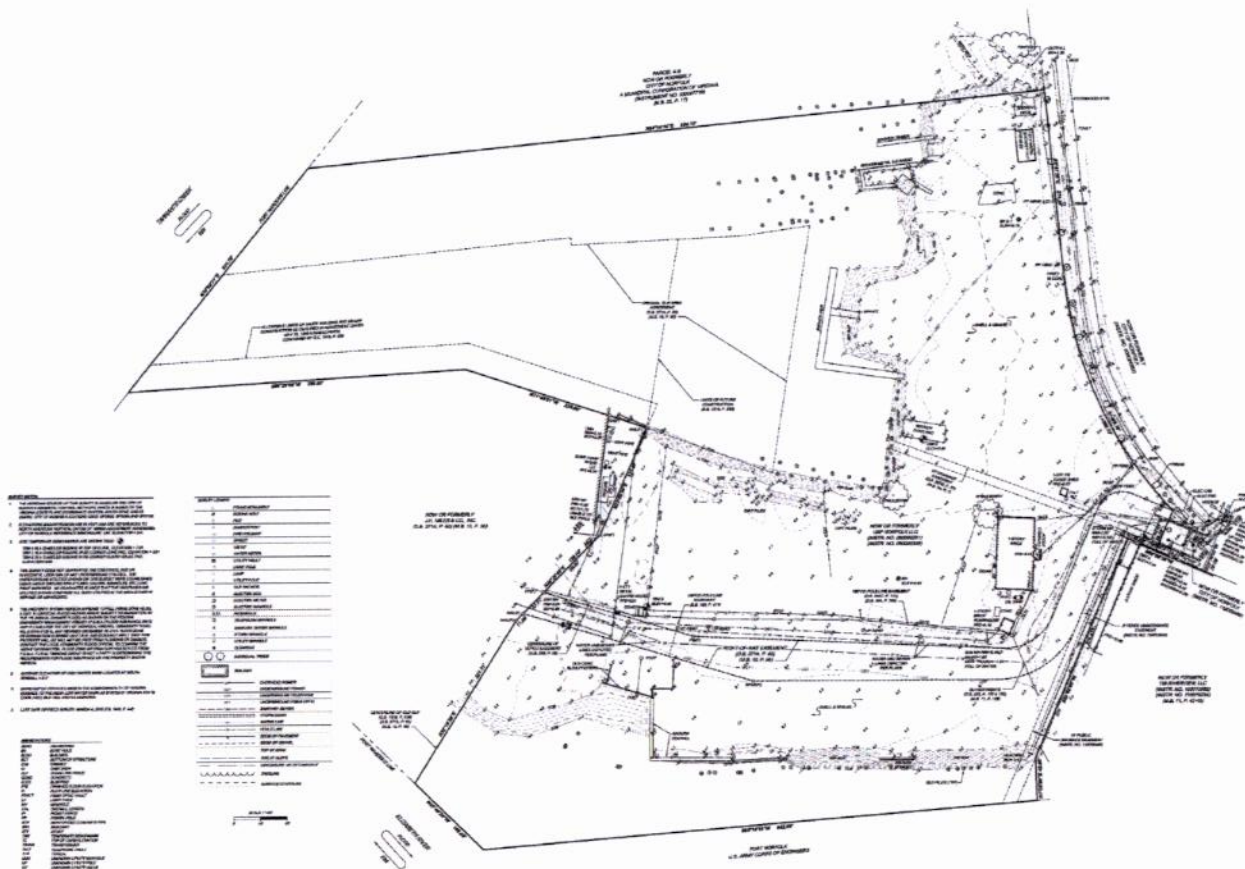


ALTA SURVEY **TARRANTS BAY**

151 RIVERVIEW AVENUE & SOUTHAMPTON AVENUE NORFOLK, VIRGINIA
 TARRANTS BAY, LLC

FOR RE-ZONING
 FEBRUARY 22, 2016

A2



TOPOGRAPHICAL SURVEY TARRANTS BAY

151 RIVERVIEW AVENUE & SOUTHAMPTON AVENUE NORFOLK, VIRGINIA
TARRANTS BAY, LLC

FOR RE-ZONING
FEBRUARY 22, 2016

A3



VICINITY MAP
TARRANTS BAY

151 RIVERVIEW AVENUE & SOUTHAMPTON AVENUE NORFOLK, VIRGINIA
TARRANTS BAY, LLC

FOR RE-ZONING
FEBRUARY 22, 2016

A4

KEY
 ——— DELINEATED WETLAND LINE
 - - - 30' SETBACK FROM WETLAND LINE

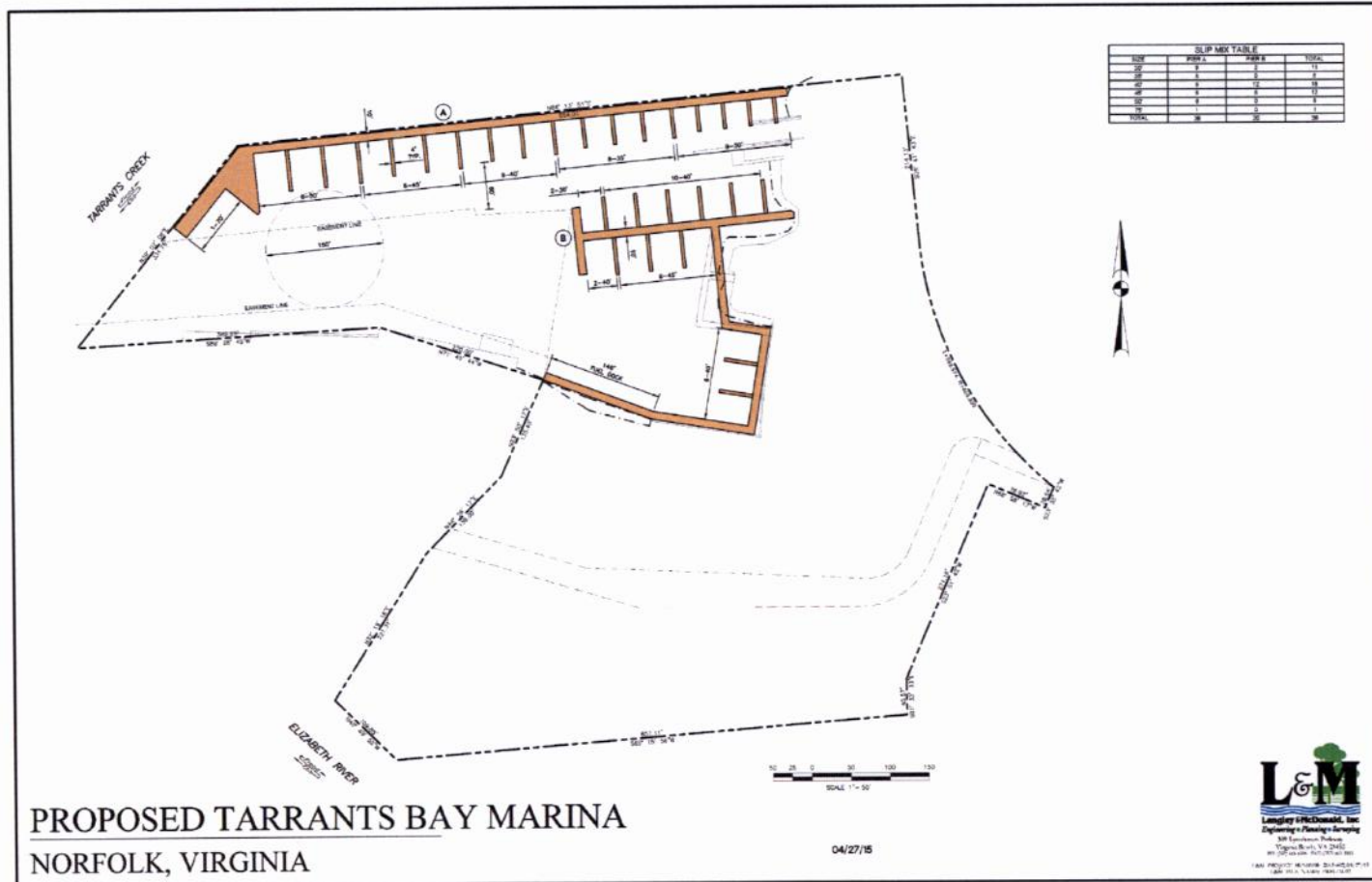


PROPOSED SITE PLAN TARRANTS BAY

151 RIVERVIEW AVENUE & SOUTHAMPTON AVENUE NORFOLK, VIRGINIA
 TARRANTS BAY, LLC

FOR RE-ZONING
 FEBRUARY 22, 2016

A5



PROPOSED MARINA PLAN
TARRANTS BAY

151 RIVERVIEW AVENUE & SOUTHAMPTON AVENUE NORFOLK, VIRGINIA
TARRANTS BAY, LLC

FOR RE-ZONING
FEBRUARY 22, 2016

A6



ARCHITECTURAL RENDERING "A" - LOOKING WEST FROM SOUTHAMPTON AVE.

TARRANTS BAY

151 RIVERVIEW AVENUE & SOUTHAMPTON AVENUE NORFOLK, VIRGINIA
TARRANTS BAY, LLC

FOR RE-ZONING

FEBRUARY 22, 2016

A7



ARCHITECTURAL RENDERING "B" - LOOKING EAST
TARRANTS BAY

151 RIVERVIEW AVENUE & SOUTHAMPTON AVENUE NORFOLK, VIRGINIA
 TARRANTS BAY, LLC

FOR RE-ZONING
 FEBRUARY 22, 2016

A8



ARCHITECTURAL RENDERING "C" - LOOKING SOUTHEAST
TARRANTS BAY
151 RIVERVIEW AVENUE & SOUTHAMPTON AVENUE NORFOLK, VIRGINIA
TARRANTS BAY, LLC

FOR RE-ZONING
FEBRUARY 22, 2016

A9



ARCHITECTURAL RENDERING "D" - LOOKING SOUTHWEST FROM INNER COURTYARD
TARRANTS BAY

151 RIVERVIEW AVENUE & SOUTHAMPTON AVENUE NORFOLK, VIRGINIA
TARRANTS BAY, LLC

FOR RE-ZONING
FEBRUARY 22, 2016

A10

PROPOSED RESIDENTIAL TOWER**REQUIRED PARKING****PROPOSED PARKING****FLOOR LEVEL # UNITS**

L-1	0 UNITS
L-2	21 UNITS
L-3	21 UNITS
L-4	31 UNITS
L-5	31 UNITS
L-6	31 UNITS
L-7	31 UNITS
L-8	31 UNITS
L-9	31 UNITS
L-10	31 UNITS
L-11	31 UNITS
L-12	31 UNITS
L-13	31 UNITS
L-14	31 UNITS
L-15	31 UNITS
L-16	18 UNITS
L-17	18 UNITS
ROOF	-

TOTAL: 450 UNITS

RESIDENTIAL TOWER:	900
MARINA (BASE OFF OF	
56 BOAT SLIPS):	28
MIXED USE BUILDING:	81
TOTAL PARKING REQ'D:	1009

TOTAL HEIGHTS

RESIDENTIAL TOWER:	179 FT.
MARINA (BASE OFF OF	
MIXED USE BUILDING:	84 FT.

SURFACE PARKING	ELEV = +0	39 PKG PROV'D
P-1 TOWER PODIUM PKG	ELEV = +0	58 PKG PROV'D
P-1 PARKING DECK	ELEV = +0	110 PKG PROV'D
P-2 PARKING DECK	ELEV = +10	129 PKG PROV'D
P-3 PARKING DECK	ELEV = +20	129 PKG PROV'D
P-4 PARKING DECK	ELEV = +30	129 PKG PROV'D
P-5 PARKING DECK	ELEV = +40	129 PKG PROV'D
P-6 PARKING DECK	ELEV = +50	129 PKG PROV'D
P-7 PARKING DECK	ELEV = +60	129 PKG PROV'D
P-8 PARKING DECK	ELEV = +70	48 PKG PROV'D

PARKING TOTAL:

1019 PKG PROV'D

(PARKING REQ'D: 1004*)

PROPOSED FLOOR AREA RATIO (FAR) CALCULATIONS

COMMERCIAL/RETAIL:	3,200 SF/FLR	X	1 FLR	3,200 SF
RESTAURANT:		X	3 FLRS	5,000 SF
MARINA STORE:	2,000 SF/FLR	X	1 FLR	2,000 SF
TOWER APARTMENTS:	29,150 SF/FLR	X	16 FLRS	466,400 SF
DECK APARTMENTS (2-3):	7,200 SF/FLR	X	2 FLRS	14,400 SF
DECK APARTMENTS (4-5):	9,200 SF/FLR	X	2 FLRS	18,400 SF
PODIUM PKG (TOWER):	29,150 SF/FLR	X	1 FLR	29,150 SF
PKG GARAGE (P1-6):	37,800 SF/FLR	X	6.23 FLRS	235,494 SF

TOTAL FLOOR AREA:

774,044 SF

FAR = 774,044 SF BLDG / 224,400 SF SITE AREA (PARCEL B)

PROPOSED FAR = 3.45

ALLOWABLE FAR = 3.5

BUILDING COVERAGE (PARCEL "B") = 89,089 SF (40%)

PROPOSED MIXED USE BUILDING

L-1	3200 SF
L-2	7 UNITS
L-3	7 UNITS
L-4	9 UNITS
L-5	9 UNITS
RESTAURANT	5,000 SF
MARINA STORE	2,000 SF

TOTAL: 32 UNITS & 10,200 SF

COMMERCIAL/RETAIL

COMMONWEALTH
ARCHITECTS

PROPOSED PROJECT DATA SUMMARY

TARRANTS BAY151 RIVERVIEW AVENUE & SOUTHAMPTON AVENUE NORFOLK, VIRGINIA
TARRANTS BAY, LLC

FOR RE-ZONING

FEBRUARY 22, 2016

A11